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ABSTRACT

A model for developing long-range master educational plans in community-based colleges is presented. The model depends on a reciprocal college-community relationship and details various methodologies for gathering data about both entities. Information to be considered in determining community college educational objectives and needs include college governance constraints, organizational structure, student characteristics, educational programs, resources inventory, and community demographic and socioeconomic characteristics, labor force requirements, educational opportunities, and needs and awareness. The rationale and means for defining governance constraints, outlining the plan's contents, and establishing college goals are reviewed in terms of creating and monitoring participatory planning processes involving all college and community constituencies. A discussion is included on the philosophical, procedural, and political problems which may be encountered in planning, centered around conflicting service philosophies, free will vs. determinism, staff role in planning, defining terms, work sequences, review processes, and staff development. Suggestions towards anticipating or overcoming problems are made. A bibliography is included. (Author/TR)

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A COMPREHENSIVE PLANNING MODEL FOR THE COMMUNITY BASED COLLEGE

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Hampton, Virginia

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A Comprehensive Planning Model for the Community Based College

CHRISTIE D. VERNON

This paper summarizes a step-by-step process, or model, for developing a long range master educational plan in the community (community based) college. The model assumes a reciprocal relationship between the college and its community and describes methodologies for gathering a wide variety of data about both entities. Included are the rationale and means for establishing governance constraints, contents, and college goals, and for creating and monitoring a participatory planning process involving all college constituencies. The paper concludes with a discussion of philosophical, procedural and political problems encountered in planning, and suggestions for anticipating or overcoming them.

A COMPREHENSIVE PLANNING MODEL
FOR THE COMMUNITY BASED COLLEGE

I. INTRODUCTION

This paper presents a summary of a step-by-step process, or model, which may be used by any person in an institution who is confronted with the responsibility of developing a long-range master educational plan. It includes both general guidelines and brief descriptions of specific procedures which can be used in toto, or readily adapted to the unique needs of any college. The model has been evaluated and improved through its use in the writing of a college plan.

The model was conceived after extensive exploration of the literature and a survey of typical master plans. Although (in 1975) there were studies of many aspects of planning, including some highly theoretical and technical procedures, there seemed to be no general, inclusive model. Further, planning efforts generally have involved only site planning or budgeting, and have not integrated educational programming and evaluation.

The author's perspective, in developing the model, is that planning should be viewed not only as a burdensome necessity, but as an opportunity for the college to: control surprise, enhance staff development, achieve consensus on college goals, and provide administrators with a greater degree of assurance in the conduct of the college program.

The context for planning has changed radically in the last few years. During the era of continuous growth, administrative problems consisted largely of coping with swelling enrollments and expanding physical plants. Higher education has now entered a period where change because of growth must be transformed into " change through substitution" or even

"change through elimination." It has become necessary to be much more careful and thoughtful about the directions the college will take, the clientele it will serve, the procedures for allocating its resources, and the impact of these changes on its constituencies - especially the faculty. The ability to discover community needs, plan programs, allocate resources, and evaluate program success with assurance, may determine the survival of many colleges, and the continued credibility of the community college movement.

II. DESCRIPTION OF THE MODEL

This section describes the research elements of the model, and the procedures developed for implementing it.

A. Governance Constraints in Planning

A study of the governance structure of an institution must be the beginning point in planning, since such a study reveals what the scope of it may be in the particular institution. This study gives the boundaries within which planning can take place and describes its territory. It becomes clear that certain goals are set beyond the institution. For example, no college can write goals that conflict with its mission as defined by a legislature, a coordinating agency, or a governing religious body. Such a study also makes clear what the college obligations are: what it must have in its program, what services it should provide in the community, its obligations for affirmative action of various kinds, and, possibly, its obligations as an institution in a larger system.

A governance study is also an excellent beginning exercise for the planner, and a substantial learning experience, in itself. Administrators

and academics alike assume that they are reasonably familiar with the systems within which they function. But it is often vastly more complex and particular than they imagine; and it is not safe to begin so important an activity as institutional planning without a clear understanding of the governance system. This knowledge must be systematically achieved and consciously known: no guesswork. It will indicate clearly the scope of decision making that can take place in the institution.

The information is needed in detail, and it must be concisely presented to others who will participate in planning. The participants cannot work intelligently unless they are fully informed from the outset, understand the limits of the activity and accept them, understand the obligations of the activity and accept them. Hours of futile wrangling and frustration can be avoided if the governance structure has been presented with clarity and documented beyond cavil. It will virtually eliminate the typical, fruitless, academic arguments over "why" something must or cannot be done. The knowledgeability of the planning director in the governance area, and his/her availability as a respected resource also smooths the planning process.

A good example of an area in which it is essential, is the work of the facilities planning committee, which must follow set procedures, describe spaces in certain terms and according to specific guidelines, and then justify, propose, and account for those spaces according to detailed requirements from the college, the system, and the state. No facilities planning can take place unless the committee is familiar with the processes, limitations, and forms required.

Sources and Procedures for a Governance Study

The governance information useful for intelligent planning include the following:

--what the college is required to plan;
--what it is allowed to plan;
--what forms or formats must be used;
--what planning data are needed;
--what data are supplied by agencies in the governance system;
--what relationship accreditation bears to the planning; and
--what community agencies, or regulations or agencies of the state and federal governments require or offer in their relationships to the college.

Examination of the literature indicated no publication containing this information, or a standard method for seeking it. Common sense, however, suggested that the levels of governance be divided into federal, state, regional, and local, and that appropriate sources be consulted for each. The search can become very complex, and the organization and presentation of the material even more so. Below are the major sources used, and some general comments concerning them.

1. The literature of governance as related to planning, as well as indexes, source books, and encyclopedias;

2. The Virginia Plan for Higher Education, published by the State Council for Higher Education in Virginia, and other policy documents used by this coordinating body;

3. The Manual of the Southern Association of Colleges and Schools, and the college self-study conducted thereunder.

4. The United States Code and the Code of Virginia and federal and state policy documents and regulations relating to the institutional funding, governance and coordination, student aid, affirmative action and civil rights requirements, and such financial procedures as the distribution of vocational education funds;

5. Policy statements and working papers of the Virginia Community College System, such as the Policy Manual, the Mission and Goals Statement, and a variety of forms relating to space, personnel, and enrollments;

6. Forms and procedures for the transmission of data, sent from or requested by the State Council and the V.C.C.S.;

7. Minutes and policy statements of the local Board of the college, college handbooks, and other publications;

8. Notes from seminars conducted by the V.C.C.S., the office of the Attorney General of the Commonwealth on legal matters, and notes from professional meetings, such as the American Association for Higher Education, and the American Association of Community and Junior Colleges; and

9. Interviews with administrators in the college, the system, the State Council, and in other state and federal agencies, as well as members of local planning commissions and other advisory boards and commissions.

The data to be presented should be selected on the basis of relevance to the operation of the particular college, since the findings may be voluminous. They could be presented as a narrative in outline form, and portions of documents which might be helpful or interesting may be included in the appendix. The product could be a loose-leaf notebook, which will serve as a master source book for administrators or planners. Naturally, this will be distilled, again, for the final briefing materials which will be presented to the planning committees.

Representative Information in the Governance Notebook

Following are excerpts from the Governance Notebook developed for this study which demonstrate the types of useful information to be gleaned at the various governmental levels:

1. Federal Level: Title V, the Rehabilitation Act of 1973, (P.L. 93-112), Non-Discrimination Against the Handicapped.

   The application of this law is conceptually different from the application of other discrimination legislation, for this reason: where other legislation states that the classes are inherently the same in their potential to perform, this legislation is provided to aid people who are, admittedly, inherently different in their ability to perform, and need affirmative support.

Section 504 mandates affirmative action for the handicapped, which will necessitate analysis of facilities, work assignments, educational programs, other activities, and recruitment. The implications for planning, in any educational institution, are significant.

2. State Level: The State Council for Higher Education in Virginia.

The State Council, also known as SCHEV or The Council, is authorized by Title 23 of the Code of Virginia. Its purpose is ". . . to promote the development and operation of an educationally and economically sound, vigorous, progressive, and coordinated system of higher education in the Commonwealth of Virginia." Its eleven members are appointed by the Governor, subject to confirmation by the General Assembly. The Council has prescribed authorities over all public institutions of higher education, present and future: staffing, faculty workload and tenure, budgets, programs, facilities, and coordination of offerings. All planning must conform to their standards and regulations, and allowances must be made for substantial periods of review by this agency.

3. State and Local Levels: The State and Regional Adult Education Committees.

The 1974 General Assembly charged the State Department of Community Colleges, the State Department of Education, and the State Council for Higher Education in Virginia with studying and coordinating adult education in Virginia. During the session, these agencies approved a Plan for Coordination of Adult Basic, General, Continuing Technical and Vocational Education. The plan, which became effective July 1, 1974, called for the establishment of a local coordinating committee in each region served by a community college in the Commonwealth (twenty-three regions) and a State Committee. A local coordinating committee in the community college district is responsible for facilitating cooperation, study, and coordination of adult education offerings.

The committee for the Virginia Peninsula is called "The Peninsula Adult Education Committee." It reviews all such offerings in the region, identifying those needs not being met or eliminating duplication of offerings, and recommending course content, scheduling, locations, and costs.

It is apparent, from these excerpts, that there are many obligations and constraints in, for example, program planning. Everyone who will be active in planning will need a basic familiarity with the important agencies.

Enthusiastic suggestions for developing new markets must be tempered by the realities of competition and constraint.

Goal Subject Areas Derived from the Governance Analysis

A few examples of the areas in which goals for the college may be needed, and which will arise from a study of the governance structure are:

1. Responses to accrediting requirements.
2. Analysis of expenditure allocations.
3. Affirmative action procedures.
4. Cooperative education.
5. Title III, Higher Education Act (1976) Advanced Institution Development Program (AIDP) Grants.
6. Comprehensive Employment and Training Act (CETA) programs.
7. Access goals for specific clientele, and grants to assist them.
8. Improvement of institutional communications and internal education.

Governance Constraints and Creative Goal Setting

Understood limits provide freedom, in Frost's terms, so that the planners can "move easy in harness." They also prevent wasting time on tangents and impossibilities. However, the sudden perception, by people who are largely unfamiliar with administration, of the extent and complexity of the governance structure may easily result in discouragement. It may make it difficult to overcome conventionality and conservatism, and establish a creative and dynamic atmosphere.

The goal of planning leaders is a difficult one: to show the participants how they can make a mental leap across the constraints into the area of the moral imperatives of the institution, and then build creative

solutions to the problems posed by those imperatives, accommodating the solutions, relaistically, to the constraints.

B. CONTENTS ANALYSIS: THE TYPICAL MASTER PLAN

The first step in the production of a plan is to establish the working table of contents. This is necessary in order to organize the planning process and to provide for the necessary data gathering. For the development of this model, two surveys were conducted. The first was an informal survey of all the college administration, asking them for their suggestions for subject areas and methods. The second survey assessed the state of the art in planning in two-year colleges in the United States.

In order to establish the common elements and assess planning activities in colleges of the type and size under study, copies of "Master Educational Plans" were requested from sixty-one colleges throughout the United States. All of the colleges were of the same general class:

--two year schools;
--publicly controlled;
--offering both transfer and occupational-technical curricula;
--coeducational; and
--accredited by their regional associations.

In addition, they had a Fall, 1973, total enrollment (presumed to be the head count) of no less than 3,300 or greater than 7,000. They were all single-campus districts, and contained a mix of full-time and part-time students similar to the college under study. A representative sampling form around the country was sought, using as the source the Directory of the American Association of Community and Junior Colleges.

A total of thirty-seven colleges responded in some way:

--ten stated that they had no master plan, or were only beginning to think about developing one;

--five sent only architectural drawings of their sites, or physical facilities documents;

--many sent goals or missions statements;

--some sent plans which governed whole districts or systems;

--eleven colleges sent tables of contents, or plans which approched the comprehensive type of plan for which this model was being designed. Several of the best plans came from the Virginia Community College System. Illinois and Florida showed strength, also.

While some documents were irrelevant or inadequate for survey purposes, a few showed excellent professional competence, useful as models in this study.

The items included in the tables of contents of the master plans received was charted, and it became apparent that the typical master plan has an intrinsic outline, which is described below. The question of the relevancy or necessity of each topic must be made by the institution. There may be other topics an institution wishes to include; and the appearance of a topic does not necessarily justify its presence. This analysis is intended as a guide, and not meant to stifle creativity or suggest that there is an ideal set of contents from which one should not vary:

1. Introduction

Rationale - reason for report, nature and uses of report.
Mission - general philosophy of institution, guiding principles; history and growth, general growth projections; listing of goals (objectives); and
overview of educational tasks to achieve the goals.

2. Environmental Context

Descriptions of Service Area and Clientele -

geography of area;
description of district served (legal responsibilities);
demography of area (population characteristics);
economics of area, transportation modes and availability;
educational level and needs of population; and
other educational opportunities available, relations with other institutions, the marketplace.

3. Institutional Context

The Institution -
physical description (site and facilities);
organizational structure;
inventory of resources (staff and finances);
inventory of educational programs and productivity; and
student characteristics.

4. Long Range Goals and Priorities

Program Projections -
enrollment projections, potential clientele;
educational goals, needs for staff, space, resources;
service and access goals (plans for achievement);
organizational development goals, supportive services;
student services goals;
facilities projections; and
articulation goals.

5. Special Problems or Projects

These will be integrated into the goals, but may need special task force or administrative attention:
new instructional strategies (individualization, accountability, behavioral objectives, use of media);
student financial needs;
off-campus or multi-campus programs;
institutional research programs;
campus-community relations; and
special administrative problems.

6. Conclusion

Summary of recommendations, objectives. Plan for implementation and revision.

7. Appendices

Tables, charts, graphs, maps, illustrations, which may be fairly extensive in nature.

Summary of findings. Less than 20 percent of the colleges surveyed had comprehensive master educational plans, which base facility development on a thorough study and decision making about the educational program goals. Many of them were not familiar with this comprehensive concept of planning. No doubt many of the community colleges have been in a rapid growth and development mode, and have responded--probably in a satisfactory manner--to needs as they arose. Concentration on construction of facilities to meet growing enrollments has been a necessary and practical response, in the past.

An educational master plan seems typically to consist of a series of long-range goals for facilities and programs for a five- to ten-year period, together with the supporting institutional and service area data which support the goals, and the inventories of resources which explain how the goals may be achieved. It appears, also, that the greatest virtues a plan can have are brevity and clarity. This is a deceptively simple goal, since these virtues can only be achieved through the compiling and distilling of enormous amounts of information, thorough committee work, and skillful editing. Many plans have poor tables of contents, and are heavy with pages of windy, wordy, and uninformative prose. They are thick with statistical material and charts, the significance of which is never made clear.

The structuring of a good table of contents is not merely an exercise of the imagination, but the product of at least modest research. After it has been drafted, it is helpful to circulate it throughout the institution for comments and indications of interest in participation in the planning process.

C. INSTITUTIONAL PROFILE

History and Site

This section should set the stage for the reader of the plan by giving a concise history of the college since its founding, explaining its legal basis, or charter, and outlining the various stages of its growth. This should include the location and description of the site, and a map which illustrates that site and shows the development of the campus. The enrollment statistics, and the major changes in policy through the years should be explained.

Mission

Most colleges have their missions assigned by law or by charter. Such statements are generally brief and leave considerable room for interpretation. Therefore, in addition to the assigned mission, most colleges have--or they should develop--a statement of their mission and goals which their staff and students (if there is a means of eliciting their views) agree expresses the dedication of the college, and the contributions it wishes to make in the community. A considerable effort should be made to acquaint the college community with the goal statement.

Organizational Structure

This section should explain, simply, how the institution fits into the governance structure. This should include the areas that are served, and the relationship of the college to these jurisdictions. The source of college policies, and the lines of authority from superior administrative bodies should be outlined. The internal governance structure should

be explained, including any standing system of committess. Unique characteristics of the administrative or constituent relationships would be of interest, since these relationships may determine specific goals.

Student Characteristics

This section should be composed of a narrative which describes:

1. Characteristics of the student clientele, accompanied by tables containing the most important data, both historical and projected. For example, the proportions of whites, nonwhites, special ethnic groups, and women, in the student body and in the service area population, may indicate the extent to which the college is reaching its target populations.

2. Changes in the student market, indicated by the trends in the ratio of part-time to full-time students, and returning to new students. These may indicate changes in students' attendance patterns, and may be related to changing economic conditions in the service area. It may reveal a need for employed students to take longer periods to complete their programs, or may indicate needs for program changes.

3. Areas of residence of the students. This can be obtained fairly easily by analysis of the zip code districts in which students reside. This provides a breakdown within each political jurisdiction, which will give insight into the economic, racial, or ethnic character of the student body, and shows immediately the sections or neighborhoods where enrollment is out of proportion to the population. Planners can investigate the barriers of economics, culture, or transportation which may be preventing residents of these areas from being served by the college.

4. Enrollments trends. These may give insight into the effect of economic or other changes on the college population. The numbers of students enrolled in daytime or evening courses, in credit or noncredit courses, may change in ways which indicate changes in needs or interests of the clientele over the years, and indicate positive steps to be taken in program planning. Discrepancies between the college enrollment projections, and the actual enrollments may seriously affect the budgeting process, and greatly disadvantage the school if it is part of a system in which it is held accountable for these matters.

Educational Programs

The numbers of persons enrolled in and graduated from the educational programs should be summarized and displayed. At T. N. C. C., the proportion of students in degree programs (college parallel and occupational-technical) declined from 1972 to 1976, while the proportion of students in the developmental program and the proportion of students who were unclassified increased sharply. These trends may be explained by comparison with the data on median age of students. For example, as the median age increases, the proportion of unclassified students may also increase, since older students may be more typically oriented toward continuing education. Information about enrollment trends in the various curricula, both occupational-technical and college parallel is also important.

It is not altogether sufficient merely to know how many students have completed their programs. If it is possible, a follow-up study of the placement of former students in jobs, and their degree of satisfaction or success, should be done. It is, after all, the desire of responsible educational institution to be able to give reliable employment information and counseling to its students, while at the same time permitting them to make their own decisions about the course of study they wish to pursue.

Resources Inventory

This section should outline the financial, personnel, and space resources of the college, present and past, indicating what the relationship has been between these resources and enrollment. Net increases or decreases in the amount of revenue available per FTE's, in actual and constant dollars, should be shown. The trends in full-time equivalent personnel (FTEP) should be

explained, including the ratios of faculty to administrators and classified staff as well as the ratio of students to faculty.

Another resource of great importance is the total inside space, both on and off campus, which the college controls. It is necessary to know how many square feet per FTE the college has available, and what the trend has been. In the case of many colleges, much of the space off campus is leased or borrowed, and not under college control. While this space may provide flexibility, and may vary in cost from free to expensive, the uncertainties involved in depending upon space not under predictable control must be considered.

D. SERVICE AREA PROFILE

Description

The service area can be described in at least three ways: legally, geographically, and historically. In Virginia, the community colleges serve precisely defined areas, called Community College districts, which are made up of a group of cities and/or counties. The college district may be exactly contiguous with a State Planning District. When this is the case, statistical data from the Planning District are available, and exactly pertinent to the college needs for information. The geography of the area may be of special interest when the economic and employment data are closely linked to the geographical situation. The history of the region, in brief, may also be pertinent and interesting.

Demographic and Socioeconomic Characteristics

The population growth rate and patterns, which are affected by both birth rate and immigration, need to be known. Since the different juris-

dictions in the service area may have population patterns which are different, it is well to distinguish between them. Characteristics of interest may include the ration of white to nonwhite, migrations to suburban and semirural areas, and ratios of male to female. The economic status of the population should be analyzed and compared to the population of the state as a whole. This would include per capita and family income, number of poor families and persons, and total personal income for the area. Educational levels of adults should be determined, and comparisons made with the state as a whole.

Labor Force Characteristics and Economic Development

Information about the current employment situation, place-of-work data, and occupational characteristics of the labor force for the area should be gathered. The number and types of people employed and unemployed, size of the labor force, trends in the various occupations (services, government, agricultural, manufacturing, etc.), percentages of white- and blue-collar workers among men and women, and demand and outlook for employment on both the local and national scene should be sought. Projections of the demand for workers are somewhat speculative and difficult together, particularly on the local level. Sources may be agencies and analogous to those in Virginia: Virginia Employment Commission, The Division of State Planning and Community Affairs, the Office of Manpower Programs, and the Peninsula Planning District Commission.

An important factor in the study of the labor scene is the number of high school graduates, and their post-high school plans. Information should be available from each school system, detailing enrollments, numbers of graduates, and their plans for college.

The description of the economic development of the area should include the major sources of income in each community served, and the number of persons employed in each, if possible. These might include: tourism, state or federal government, manufacturing, federal installations, housing and retail developments, port activities, light industrial centers, and so on. Some communities may be completely dependent for employment on other jurisdictions.

A major component of projected development is the highway building plan. This may affect the school by providing for major changes in economic activity and location, or by the improved or deteriorating access to the school, itself. Colleges distant from public transportation have a major stake in encouraging the building of such a system, and should take aggressive action. The last few years of energy shortages may be only a prelude to a time when access to public transportation may be one of the most critical issues for the college.

Survey of Educational Opportunities in the Region:
The Marketplace

It is essential to know, in some detail, the agencies which offer any form of education for adults within the service region, in order to assess the marketplace and provide the opportunity for cooperative activities. When this model was developed, there was no comprehensive directory of adult education agencies on the Virginia Peninsula, let along their offerings.

A survey of all the credit and noncredit educational and training opportunities for adults in the area was undertaken, and published as Education on the Virginia Peninsula: Opportunities for Adults. Information was requested by letter from colleges, schools, and agencies, and extracted from state documents, catalogs, advertisements, and interviews.

Section 1 of the directory, lists and describes all the agencies concerned with the administration or coordination of adult education on the Peninsula: The Southern Association of Colleges and Schools, the State Council for Higher Education in Virginia, the Virginia Community College System, State Department of Education, State Advisory Council on Vocational Education, Tidewater Consortium for Continuing Higher Education, Adult Education Committee, Military Education Centers, and so on.

Section 2 is a directory of all the academic institutions with offerings on the Peninsula, listing them and giving general information about their structure and programs. These include public and private colleges, external degree-granting colleges, career and apprentice schools, special schools, and adult education agencies.

Section 3 is an extensive chart, listing credit and noncredit adult education offerings, beginning with colleges having programs at the doctoral level, and ending with the public education and volunteer training programs of the voluntary community agencies. It includes proprietary schools, recreation departments, cultural groups, libraries, and apprentice training opportunities.

A glossary was added which defines many of the special terms used in adult and continuing higher education, such as College Level Examination Program (CLEP), Continuing Education Unit (CEU), Pre-discharge Education Program (PREP), Serviceman's Opportunity College (SOC), and General Educational Development (GED). A map of the Peninsula, showing locations of the colleges and centers was also included.

Survey of Community Needs and Awareness

There was an apparent need for systematic information on the community's

awareness of the mission and program offerings of the college, as well as the accessibility of the college programs to adult citizens in the service area. The demographic and socioeconomic data are not adequate for assessing the effectiveness of the college in carrying understandings of its educational program to the citizens.

A survey was designed to determine the levels of citizen awareness of the mission and operation of the college, to identify access barriers to potential students at the college, and to assess the educational goals of Peninsula residents who might be interested in enrolling at the college. It was hoped that the findings would help the planners to identify community needs and to formulate specific planning goals and action steps to deal with those needs. It was inspired by work done in El Paso, Texas by Dr. Alfredo G. de los Santos, and in St. Louis by Dr. Walter Hunter of the University of Missouri.

Basic principles of the survey were:

1. The sample must be randomly drawn from the most comprehensive list of residents available. The best listings for the Peninsula were the Hill Company directories for the five jurisdictions, which listed all individuals over eighteen, all those individuals employed, and all the businesses in the jurisdictions. Samples must not be drawn from telephone books, voters lists, or similar less-than-comprehensive listings, since they will be unrepresentative of the total population, and especially tend not to include the very subpopulations the community colleges may wish to serve.

2. The instrument must be tightly designed, short, concise, and extremely simple to read and understand, or it will discourage response. In fact, the ability to respondents to read and answer such forms at all may be greatly overestimated by surveyors. The "Survey of Adult Learning" developed by the Educational Testing Service in 1972 was considered, but was felt to be too long, unwieldy, and difficult for respondents. The TNCC questionnaire used fifteen items soliciting information on the respondent's background, awareness of the operations of the college, barriers preventing enrollment, educational goals and needs.

3. The administration of the instrument is of great importance to the validity of the data gathered. The ideal means is to send interviewers, properly identified, who can reassure the respondent, use a sealed container to guarantee anonymity to them, and return with the responses and observations about the respondents. A smaller sample, with a response rate of nearly 100 percent is much more useful than a large sample, with a small percentage of responses, since in the latter case, self-selection on the part of respondents creates bias in the sample.

Phone polling was considered and rejected as being suspect to the respondents, as well as time consuming. Further, phone lists are not representative, and time is taken looking for phone numbers. Because of time constraints, a sample of 1,000 was chosen and a mail survey undertaken. A response of 38.1 percent was received, after one follow-up letter. A zip code analysis, as well as internal evidence, showed that the response was heavily biased toward the higher socioeconomic groups.

In spite of the shortcomings of the survey, the information was helpful to a degree. The respondents had a high level of familiarity with the mission and operations of the college, although there is no way to generalize this familiarity and assume that it applies to the 60 percent who did not respond. The familiarity was accompanied by a positive attitude about the college. However, over 60 percent of the respondents specified lack of time or interest as the chief barrier preventing enrollment. Of course, this might be interpreted as lack of information or motivation, and a reason for initiating a public relations and information effort.

Other barriers, financial limitations, family obligations, child care needs, transportation problems, and so on, surfaced in the survey. It was felt that the socioeconomic status of the respondents was such that they could cope with these problems better than the group which did not respond, and that common sense would indicate that these problems existed in greater measure at the lower end of the scale. This problem illustrated the desir-

ability of the interview technique, which could have provided information from the whole group of people who did not respond. Efforts were made in the planning, however, to develop means for compensating for these assumed access barriers.

The study, Community Awareness of Thomas Nelson Community College and Accessibility of Educational Programs, was published by the college Office of Institutional Research, and is available through ERIC.

E. SETTING INSTITUTIONAL GOALS

Since this model is based on the assumption that the whole planning process is undertaken in order that goals may be set for the college, it is important to discuss in some detail various methods for developing organizational goals.

The Accreditation Self-Study

The first step in college goal-setting is the review of the most recent accreditation visit and the documentation which resulted. The planning director--or, perhaps, the person who directed the accreditation self-study in the first place--should provide a review of any shortcomings still left over from the accreditation process.

This review can be used as a basis for writing some of the priority goals. On the other hand, if any substantial changes in mission, funding, or clientele have taken place, some of the criticisms in the Self-Study may no longer be relevant, and responding to them would be anachronistic. Whatever course is decided upon, the Self-Study review is a primary responsibility.

The Delphi Survey

A three-round, modified Delphi Survey was conducted among the constituencies of the college during the Fall and Winter of 1975 and 1976, as an element of the data-gathering process for master planning. It was hoped that the process would aid in establishing desirable goals for the college, as perceived by the members of its constituent groups, and give these goals an order of importance. The object of such a survey is to serve as an oracle; that is, to give insight or a prediction of events without any of the participants influencing the responses of others. It is generally circulated among a group of people who are expert in, or familiar with, a subject for the purpose of generating a goal (or prediction) list.

The Delphi is not the best tool for all decision making situations, for example: personnel choice, assignment, and evaluation. Also the editorial work in the second round can (and did) become overwhelming. But it has utility because it collects and organizes judgments in a systematic fashion, generates opinions and information not otherwise available, establishes priorities, builds consensus, and organizes dissent. It can also find common goals among extremely different groups or individuals, who could not be productive in a face-to-face situation.

1. Development of the Instrument. The object of the survey was to generate an integrated goal list -- concise, neutral in tone, internally consistent, and not redundant -- and then to circulate this goal list among the college constituencies, to be marked as to degree of approval of each goal by the individual respondent.

Round One: The administrators (president, deans, division chairmen, etc.) were asked to submit original lists of goals for the college. The responses

(10) were of varying lengths and dealt with the whole institution as well as with individual responsibilities. The following editorial process was used:

--the lists were combined and duplications removed;

--items were added from the community college goals in the areas of Accessibility, Accountability, and Excellence, set forth in The Virginia Plan published by SCHEV;

--notes taken at staff meetings over several months were used as sources for goal topics;

--the National Laboratory for Higher Education kit on "Participative Structuring: A Synthesis of Individual and Group Goal Setting" was used to divide the list into logical groupings: overall purpose (program goals), instructional goals, and management goals; and

--to these the editor added: student personal development goals, faculty and staff development goals, and physical plant development goals.

Round Two: An amplified list of 170 goals, grouped by general subject, was resubmitted to all the administrators for their revision, addition, or elimination. Rasp's advice was taken, and this second round included all original input in some form, in order that participants would feel that their contributions were useful. Also, this provided a sufficient range of items so that there were no serious omissions. Participants were asked not to judge the goals; but there was still a strong tendency toward consensus, and criticism of "bad goals" which (in their view) should not be in the final round.

The responses from this round produced a list of 225 items, which were reduced to 80 items through editorial work. The principles followed in editing were:

--each statement should be clear, comprehensive, and neutrally stated;

--all possible topics of institutional activity should be covered in some way;

--concerns of the participants should be treated fairly and in their own words where possible;

--some redundancy would be retained to see if respondents would be consistent in their third round answers.

2. Administration of the Instrument. Round Three: The final list was mailed to a sample of credit students (200), noncredit students (50), and to all faculty (241), staff and administrators (134), and advisory boards and committees (218). A follow-up letter was sent to the faculty and staff groups. A total of 293 responses, or 35 percent, were received of the 833 distributed. Each item on the list could receive a response of "strongly approve," "approve," "no opinion," "disapprove," or "strongly disapprove."

3. Findings. Since almost half of the responses (46 percent) came from the faculty, the findings tended to overrepresent their views. However, detailed study showed that the faculty disagreed with the other groups mainly on the areas of special faculty concern such as reducing workload and improving benefits and developmental opportunities. Of the top twenty responses, nine dealt with organizational matters, six with educational programs, three with facilities, and two with student development.

In respect to the areas of major disagreement, 26 percent of more of the respondents did not approve of the following:

--flexible registration and course procedures,
--equal funding for Community Service programs,
--the development of "Outreach Centers,"
--a nonpunitive grading system,
--recruitment of the disadvantaged,
--the development of special courses to meet community needs without curriculum guide approval,
--changing to a semester system, and
--the development of individualized instructional programs.

Several of these are priorities which the president strongly supports and publicizes. If planning is to be done in these areas, the planning steps might well include sufficient time for education and persuasion so that this dissonance may be overcome.

Comments by respondents were sometimes vivid, as they expressed their feelings about the place, the staff, the regulations, and even the surveyor. Many comments reflected inadequate information about the college, its mandated goals, and its operational or personnel regulations. In itself, this suggests a priority for the systematic distribution of such information.

There was considerable apathy, especially among the students, who evidently had no interest in the planning process. This was borne out by several other experiences in which students showed a great disinclination to give up valuable time, or become involved with the college at all. Further, this apathy was shared by the advisory boards and committees, and to a large extent by the staff. The 35 percent who did respond reflected hostility, a large measure of misunderstanding about what the college could and should be doing, and a disagreement with many expressed goals of the administration.

Management by Objectives

The MBO technique is mentioned here because it is considered by some to be an appropriate tool for planning. However, there is also a strong opinion by many of its proponents that it is suitable for implementation, but not for planning. It was not used in this planning model, although, in June 1975, the VCCS Chancellor issued a plan drafted by McManic Associates for installing an MBO process in the System, and sponsored workshops for community college administrators. This technique has not yet matured in the VCCS.

Goal Setting by the Planning Committees

This model postulates that the work of the committees will be primarily the setting of long-range goals. It is to be hoped that the committee members will be able to synthesize all the information, and then to project beyond the present realities to a future state of things as they should and might be. The problem of dealing with the individuals who are captured by the constraints of regulations and budgets, or merely by their own conservatism or lack of imagination, can be a major barrier to be overcome. It is necessary to emphasize often that goals should have an element of challenge.

Planners need to suggest directions in which the college should go, providing for moves in those directions as the realities make it possible. The concept that planners should talk about "needs of constituents" and "moral imperatives for the college" bears constant reiteration. Individuals and agencies, all the way up the governance ladder have the responsibility for limiting and constraining the institution in various ways; but no one has the job of thinking creatively for it, except these few individuals who participate in planning. If this notion takes root, the planners will enjoy their sessions, become more enthusiastic, and productive. The planners need help in incorporating into the process the idea that the longest journey begins with the first step.

F. MANAGING THE PLANNING PROCESS

Once the data have been gathered, the director of planning must decide what the elements of the planning process will be, who will participate, how they will be monitored, and how timetables should be constructed and followed.

The management of the planning process, itself, can be divided into six primary activities; upon which this paper will touch only briefly;

1. Selecting and preparing the committee members. The concept most useful, at this point, is to think of the process as "designing" the committees. They are not--should not be--chosen arbitrarily to represent certain elements of age, sex, race, discipline, department, or administrative role, but through an affirmative process, once committee design is complete. What committees should be used, what they should be called, what their tasks should be, and how they can be balanced, within themselves as well as between the college constituencies, is a matter for thoughtful concern. It is one of the most important decisions the planning director will make, both for political and practical reasons.

The basic principles for the committee design are: they should be relatively few in number, relatively small in size, their tasks should be clearly stated, and they should be selected through an open application process. Detailed information about the process used in this model is available to those interested.

Materials for the briefing sessions should include guides to the planning process as it is envisioned, that is, a strategy; summaries of the data which have been gathered; a schedule of tasks; and a bibliography of supplementary materials. Of course, the anticipated contents and format of the plan should be described, as should the process through which the plan will be developed, edited, and reviewed. Again, detailed information about the materials developed, and the means used (with greater or lesser success) during the implementation of the model are available.

It was anticipated that some of the committee members would be disappointed that they were not presented with a sophisticated computer model, a team of consultants, or the complex mathematics of a cost-effectiveness study. The rationale for proceeding in this particular way was explained: the community's own well-informed and subjective evaluation of where they wished to go would produce results as sound--or more so--than more expensive and esoteric methods. Furthermore, the committee members' experience with the school, the service area, and the students would produce results that were intuitively appropriate, in a way that outsiders could not match.

2. Scheduling and monitoring the process. This is one of the most important aspects of planning, since the literature indicates that people are frequently unrealistic about the time and effort required to do a task of this magnitude, and the kinds of organization which are most effective. A master planning timetable should be established, preferably in chart form. This can be displayed in the form of bar chart, flow chart, or by the PERT method. The chart should be designed by establishing the final, and intermediate, deadlines and working backward to assign completion dates for tasks.

The discipline imposed by a timetable is essential. Without it the planning will not get beyond the discussion of the first interesting and controversial issues which arise. Furthermore, the magnitude of such a project, and its complexity, require that it be accomplished in small manageable segments. It is the director's responsibility to conceptualize the tasks, dividing them into reasonable assignments, and checking completion. If a chart is on display, participants may have a sense of the goals that must be reached and how the schedule is progressing.

Dealing with such problems as providing for internal communications, eliciting written work from committee members, and the value of participatory planning as a growth process are discussed in the model, itself.

3. Drafting, and editing the plan. The planning director should seriously consider the following technical and ethical guidelines:

--If the plan is to generate interest and win public support, it must be readable and understandable to people outside the academic community, as well as being a persuasive document to those within that community.

--It may be desirable to employ a professional writer or editor, if the necessary time and expertise are not readily available at the college. This step may inject a helpful objectivity.

--The materials prepared by several authors must be synthesized into a cohesive document which is consistent in ideas presented, format, and style, and is not unduly repetitive.

--There is a strong ethical requirement that the final draft use the originators' words as much as possible and remain true to the spirit of their ideas when literal transcription is not possible. Failure to do this will corrupt the whole process, and impair the implementation of the plan.

--When there are conflicting or inconsistent materials presented, the director must make it possible for the committee members to resolve the problem. Before the upward reviewing process is begun, it is wise to let the committee members read the edited draft of the plan.

4. The review process. The model contains a rationale, design, and schedule for the review of the plan. This review process applies largely to the goal statements, rather than to the background information provided through research. The schedule includes provision for communication between the committees, informing the public, editorial work, and review by the faculty and staff, the central administrative staff, the top administrative groups, the college board, and the public. Observations on how this may be implemented, the desirability of such a review, the problems inherent in such a complex process, and its probable results, are incorporated in the section on review.

Implementation of this model revealed that the review process can present several difficultues. Attendance at meetings needs to be generated, and the materials must be read in advance if productive work is to be done. The manner in which these meetings are stage-managed, the competence of the chairman, the hidden agendas within the institution, must all be taken into account. This is the stage where participants learn whether their work has been meaningful to, or appreciated by, anyone else. At this time the plan becomes valid or invalid, satisfaction or cynicism take hold. Support and leadership at the top are of paramount importance.

5. Publishing the plan. A college president or board who wish to advance the interests of the college should remember that a neat and well-organized plan will convey the impression that the college activities are also well directed. The production need not be expensive, or slick. On the contrary, it should be written and produced with economy and simplicity, and care taken to avoid academic jargon. It should not be valued by its thickness and weight, and should be free of excess materials, including illustrations and material in the appendix. The design of tables is particularly important if they are to be useful.

The quality of the format, the typing, and the reproduction should be high. Maximum use will be made of the plan if the ideas it contains are presented in an attractive and accessible manner. Enough time must be built into the production schedule to allow for editorial supervision, proper art work, table construction, and reproduction.

6. Implementation, evaluation, and revision of the plan. Contemporary authorities consistently describe the planning process as a continuous one, involving the monitoring of the activities projected by the plan, evaluation

of the feedback, and the modification of the plan. This model discusses practical means for assuring that this cycle is begun and maintained.

It was found, in the implementation of the model, that one of the serious concerns affecting credibility of the whole effort was the skepticism regarding the future use of the plan. Participants will be unable to take the effort seriously if they regard their particular bureaucracy as incapable of rationale and mindful changes of direction. This attitude may be a common hidden agenda item in many colleges, and the model discusses means for addressing the problem directly, for example, through continuing activities by the planning director.

III. CRITIQUE OF THE MODEL

The evaluation of this project was done as the model was developed, and included both subjective and objective forms, as follows:

--The writer kept a journal of observations of the failure or success of all the activities, and interviewed many people involved to assess their reactions to the process and the product, over the planning period.

--Objective evaluations of the several research elements were performed, and these discussions were included in the appropriate chapters.

--A survey of the participants in the planning process queried each on the value of both the process and the product, and this information was analyzed at length.

On the whole, the model satisfactorily met the following criteria: it provided for a plan which stayed within governance restraints, and met requirements; it was considered reasonably valid and practical by its users and was simple in concept, so that busy people could use it; it provided means for acquiring data which permitted addressing the issues in an intelligent manner; it provided a way for most administrators to participate, so they could be ready and willing to implement the plan; and it provided a practical and

feasible planning process, outlined, timetabled, and guided, making the complex understandable. It tried to encourage decentralization and participation, so that people could move toward objectives cooperatively, and away from the authoritarian mode; but it was not completely successful in this.

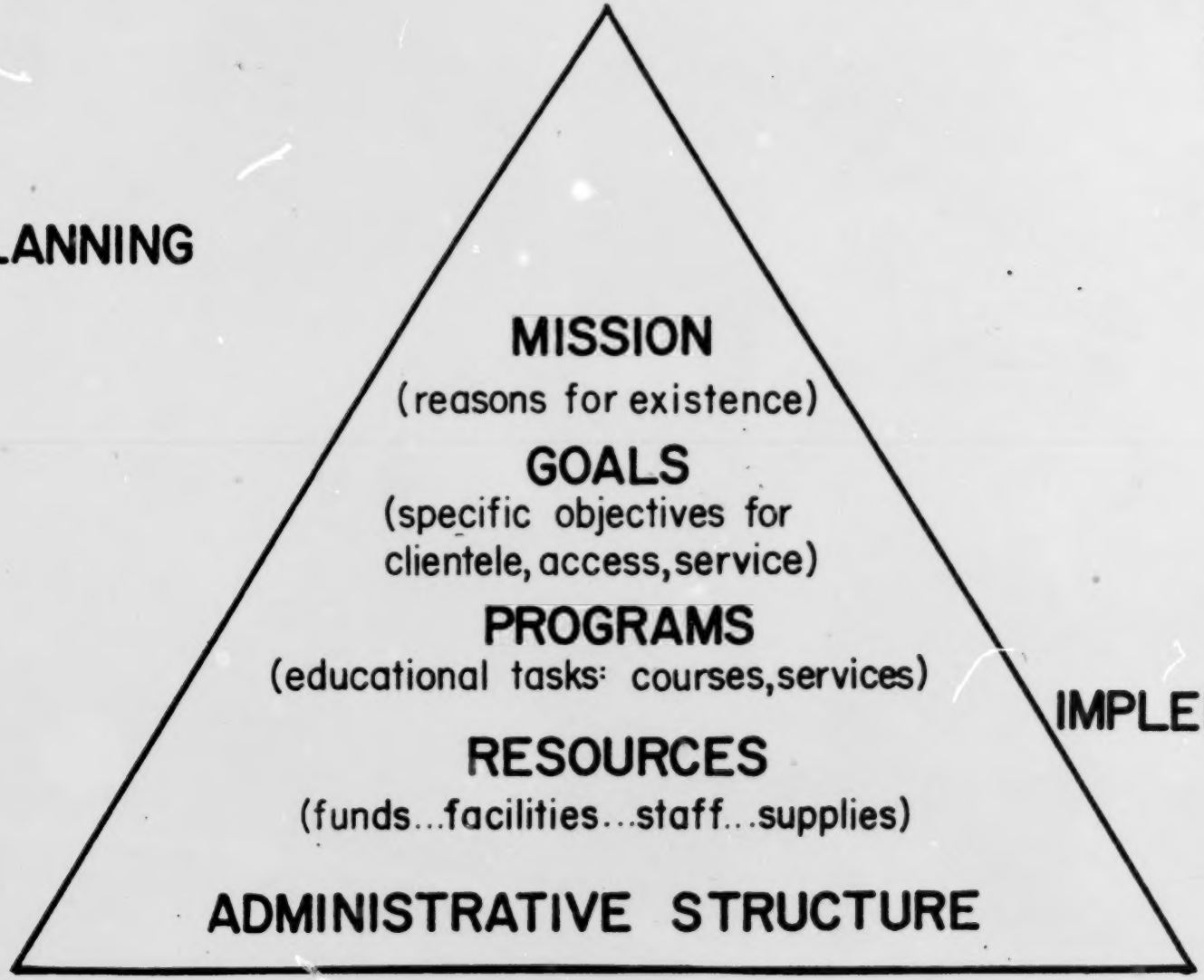
It was not entirely satisfactory on the following criteria: it did not fully stimulate the identification and addressing of all important issues; it was not coordinated and integrated, both vertically and horizontally, with feedback to and from all elements. In sum, it was long on data, scheduling, and guidance, and short on integrity and concern for positive psychological values, and techniques for enhancing them. With foresight, this very important aspect could be provided within this model.

The author observed that problems arose in the following major areas:

The Concept of the Model

Many participants, especially administrators, persisted in confusing planning with implementation. After several attempts to clarify the assumptions that were being made and causing frustration in the committees, the writer developed a diagram which expressed one way of looking at the differences between the two processes. (See following page.)

The planning process begins with the mission, and works back through goals, programs, and resources, to establish an organizational structure suitable for the undertaking. Implementation works in the opposite direction, putting the structure to work using the resources, to establish the programs, and achieve the goals. These, in turn, are studied to verify compatibility with the mission. In planning, there is often no way to know, exactly, what resources will be available. Program needs must be visualized and planned, and later tailored appropriately to conform to financial realities.



The conceptual differences: Planning vs Implementation

Conflicting Philosophies of Service

Another problem which is related to basic assumptions is that committee members may have conflicting philosophies of service, which will be implicit in the goals they write. For example, several people on the committee for educational programs assumed that the obvious and natural place to increase service was the low-income area in downtown Newport News, and wrote goals for the development of programs for residents of that area. After a tangled process, it finally became clear that some members of the committee were actually opposed to seeking that clientele. They believed that there were other under-served areas where the problems of access were not so great, and the lack of preparation of the clientele for college was less troublesome. Common sense should have indicated that staff members would vary widely in their educational, social, and political ideas, and in addition, the evidence of the Delphi survey would have shown great disagreement on the subject of clientele. The mechanism of stating an assumption with each goal would probably bring such divergent views to the surface, where they could be dealt with, at an earlier point.

Free Will vs. Determinism: Jobs or Aesthetics?

Another philosophical impediment, which needs stating, is the fundamental conflict in the view of business leaders, legislators, and educators over whether the community college (or any educational agency) should exist to provide jobs for people and people for jobs; or, whether it should provide the opportunity for citizens to learn whatever they wish, regardless of the job market or the practicality of the subject. Will the college, as an agency of the state, provide at the taxpayers expense for such frivolous activities as the contemplation of beauty and truth, or for personal

development activities with no obvious or immediate economic payoff. The question often arises concerning art programs, which are always crowded, even though job opportunities are rare.

At the outset, the committees should agree on a position on this issue, stating the rationale, so that the basis may be clear, and the planning consistent with the position.

Staff Role in Planning: Coordination or Control

An early decision to be made is the extent of the staff role in planning. Whatever the director's previous position or present authority, the problem is that of preventing him/her from dominating the committee. There are two elements to consider. First, in developing the background data, the director may become so familiar with it that he/she forms opinions and becomes persuasive toward those opinions, and manipulates the committees or edits their output. The second element is that the committee members may be busy, lazy, and perfectly willing to let the director do everything. Neither one of these possibilities is consistent with this model, which views staff participation in the process as important in itself.

The Work of the Committees: Making Use of the Data Provided

At the outset, some mechanism needs to be developed to insure that the committee members actually read the data provided for them; and use it in developing goals. It is impossible for a staff or committee member to call a top administrator to task for not reading his homework. However, in assigning the work for the committees, the planning director might specifically divide the data into manageable segments, and request each committee member to analyze the important aspects of his segment, drawing inferences and showing the implications for goals in the committee's area of responsibility. For

example, one member of the Educational Programs Committee found that the public schools were funded for Adult Basic Education, including language skills through the eighth grade. She had been routinely admitting people into Developmental Studies with skills as low as fifth grade. It made a substantial difference in her planning to know that some clients could, and should, be referred to another agency which was funded to serve them.

Defining Terms

Committees implementing this model spent unnecessary time trying to agree on definitions of such terms as: Management by Objectives, Organizational Development, Faculty Development, Instructional Development, Individualized Instruction, long-range goals, short-range goals, action steps, and so on and on. Varying definitions will have their adherents, who may be quite truculent. If the staff can anticipate what the buzz words may be that are likely to be used, and set some agreed definitions, it will be helpful. One committee, in confusion over long- and short-range goals, decided they could write no goals at all, and adjourned. Illogic does not change the fact that people who become irritated or confounded stop moving altogether.

Sequence of Work

The order in which the committees begin work is important. Educational Programs and Student Development should begin first: deciding who the clientele should be, how and where to reach them, how to improve programs to serve them, how to improve and develop programs of instruction, and promote faculty goals. When some goals are drafted, they should be shared between these committees, then given to the Organization and Facilities Committees,

and mutual meeting should begin. When the Facilities Committee receives the first draft of the programs, the members can begin to conceptualize the needed space in terms of physical and human relationships, and the functions of the needed areas. This is contrary to building a "new whatch-ma-callit building" and then deciding how to use the space. The program, its personnel and functions, should determine the forms, and justify the needs for space, not the reverse, with programs conforming to preconceived space allocations and building plans. The Organization Committee, also, begins with the draft of programs. Their suggestions for decisions on the organizational structure of departments and divisions will have important implications for the way in which the spaces are allocated.

Methodological Problems

Committees may face a number of these problems. They may do the wrong work. They may have difficulty in dealing with the data, or in going out to interview staff and students. They may have no perceptible desire to become informed. The chairman may dominate and discourage initiative among the members. A particular person's interests may be dealt with when he/she is absent. The committee may talk a lot and write very little. Often the committees have trouble writing goals. They confuse product with process, the activity with the end result desired and a means of determining that it has been achieved. They write that they will "have a course for improving writing skills," rather than that student skills in the use of the English language in writing and speaking will be ensured by (1) . . . . (2) . . . . (3) . . . . ."

To begin work, the committees need an agenda, which encourages them to: analyze the data, examine the status quo, infer needs, assign goal areas in

which members shall write, write and circulate goals to members, meet and review, and send the product to other committees.

The positive qualities that should be sought in the committee members are: creativity, openness, the avoidance of domineering personalities, dissociation from perconceptions or vested interests, versatility in background and training, and the ability to think conceptually. Such an assemblage of paragons may never exist, but these are important qualities to seek.

Integrity of the Editorial Process

There is a positive need to retain the original ideas, words, and spirit of the committees' work. This preserves their feelings of worth; and it also plays a part in making their ideas clear to the other committees in the conference process. To treat their work in an authoritarian or expedient manner is neither practical nor ethical. It also leaves the planning director open to criticism on political grounds: what is his/her authority to make decisions about the contents of the goal statements? The basic philosophical issue, of course, is: it is unfortunate to have a planning process in which few participate; but it is worse to give people the illusion of participation, and then disregard the integrity of their work. This is precisely the kind of action which creates the cynicism revealed in the participants' evaluation survey.

The Review Process

This model proved to have an important flaw in the conception of the reviewing process, in that the steps proceeded upward, only. There was no provision for the committees, who did their homework and produced goals over

a period of several weeks, to interact in the review process or to explain their ideas. Usually the planning director, the deans, and the president served as a panel for the review meetings, fielding questions. This is not a good procedure if any of the group has not been active in the actual planning process, and does not have detailed information about the goals.

It would be helpful to incorporate into the model the requirement that two or three members of each committee should be present, and dynamically interactive, at each step of the review process. As a practical matter, they have analyzed the data and drawn the inferences, and may be more knowledgeable about the subjects under discussion than the people doing the reviewing. The final draft should be approved by all of the committess, possibly meeting together, as well as by the top administrative body and the Board.

Overall, the review process should refine the plan, correct errors and oversights, eliminate inconsistencies, and clarify details and timetables. It is helpful if it can be thought of as a process for enhancing and improving the plan (as in the technique called "plussing") instead of subjecting it to attack. If review, or editing, is approached in this manner, each participant should have more enthusiasm for the plan. Respect for goals that are important to someone else, may result in that individual's respect for the next person's priorities, and a positive attitude toward implementation when the time comes.

Importance of the Process for Staff Growth

Given enough time, a desirable educational and growth process can take place at all staff levels. During review, views and information can be exchanged, consensus can be formed, and enthusiasm can be generated. In

fact, it would be hard to devise a better educational instrument than a master planning exercise. Properly managed, institutional planning becomes faculty and staff development. However, if the plan is largely viewed as a task to be finished expeditiously, this genuine participation and growth cannot occur.

The problems which commonly occur include the following: the lead time for the meetings and promotion of them may be inadequate; meetings may be too short; the panels may not be large enough or adequately prepared to give the kinds of informed responses that will generate support; there may be too little understanding by faculty and staff about what it is possible to do; participants may have too little information; they may not be enough interaction; and, generally, the results may be largely superficial.

Political Problems in Participative Planning

That people outside the inner power structure might be given full information and the opportunity and responsibility to plan, even on an advisory basis, may be very threatening. Inevitably, too, real planning, with good information and working committees, will cause people to come to grips with problems that have been previously covered up or avoided: personalities, procedures, competencies (incompetencies), habit patterns, prejudices, favoritism, areas of influence, jealousies and lack of cooperation. This may result in serious conflict, disillusionment, and fierce, if silent, resistance on the part of those threatened. Often these battles will occur where it hurts the most -- in areas where departures and changes are badly needed -- and behind the scenes pressures can be fatal. Planners may find themselves the object of a malicious campaign of one sort or another.

The Important Decision About Authority

There is no way to change the realities of these problems, but, at least, there might be a look taken at the authority structure and the way it will function at all levels of the planning process. It should be understood, in the beginning, where the authority will lie: which groups or individuals will have advisory roles, and which can decide that action will be taken. No one who has been an administrator would question the necessity for those responsible for the direction of a college to be in close concurrence with the plans made for the future of that college.

A charge should be incorporated into the model, which precisely describes the work and authority of the committees, and of each reviewing group. No group should assume the authority of altering anything they wish, without an exchange of information. When the top administrators are conducting the final review, the committees or their representatives, should be present as advisors, fully understanding that judgments at this level must override, since these are the people who bear the responsibility for implementation, and whatever consequences -- of success or failure -- may ensue.

However, educational institutions are bureaucracies like any other. Individuals within them - as each of us may admit if we are introspective - setle into modes of behavior and claim authorities which give us personal satisfaction and assume that what is good for us is good for the institution. The whole purpose of this model, with its vast assessments of the college and its community, its design of committees to include people with limited vested interests, and a review process which is horizontally and vertically integrated with provision for information to be widely circulated and discussed,

is to build a momentum which will nudge this bureaucracy off dead center. This momentum must be vigilantly maintained through the implementation and revision of the plan. All this, so that the administration and staff have common understandings and motivations, as they organize this thousand-legged creature called a college for a successful march into the future.

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